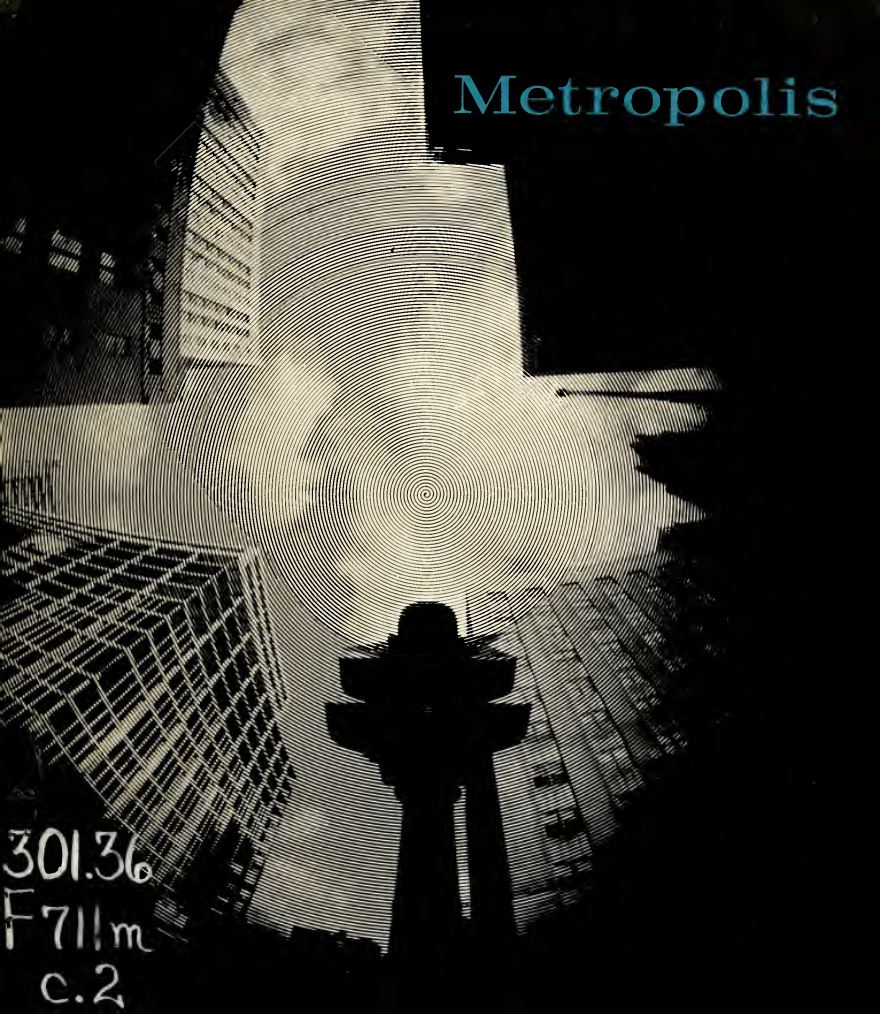

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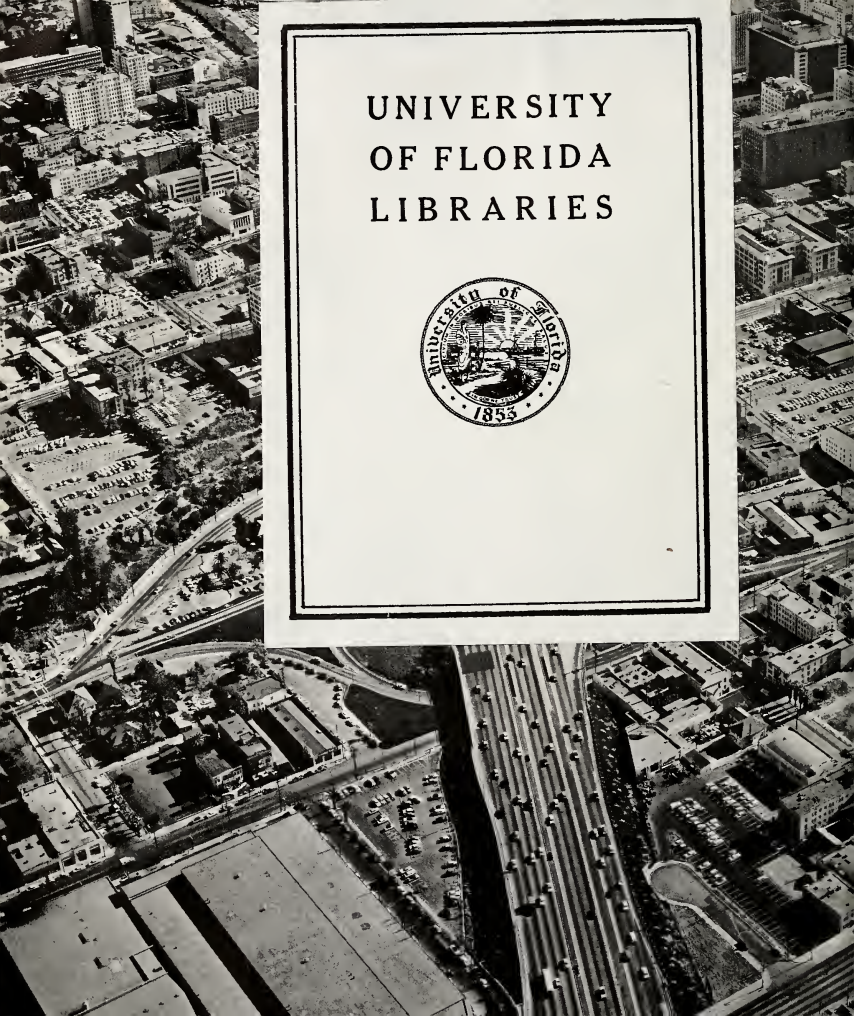
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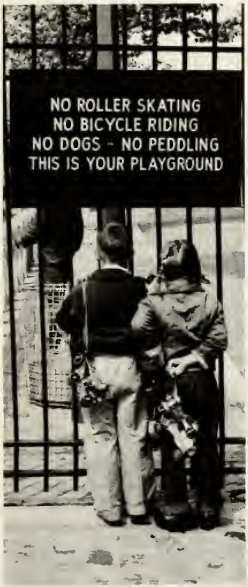

"Metropolis"

is one of a series of booklets on activities supported by the Ford Foundation. The purpose is to present informally and in a general, nontechnical way the story of some phase of the Foundation's work. Other publications are listed on page 63.

Additional copies and further information may be obtained by writing to the Ford Foundation, Office of Reports, 477 Madison Avenue, New York 22, N. Y.

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More than fifty years ago, H. G. Wells observed that "the modern Great City looks like something that has burst an intolerable envelope and splashed."

Aesthetic problems still beset the modern city. But they seem mild in comparison with economic, social, political, and cultural dilemmas that have arisen or have become magnified during the transition from the moderately technological nineteenth century to the highly technological mid-twentieth century.

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Some observers of the urban situation suggest that the physical city as it has existed for hundreds of years is not only undergoing a transformation but, like some factory buildings, is becoming obsolescent, and then ask the intriguing—and disturbing—question, "What will the cities of the future be like and what will we do with the old ones?" In a sense, the Great City itself is disappearing. Signs are that it has become the Great Urban Region, which includes the Great City, several Not-So-Great Cities, and scores and even hundreds of towns and villages—all woven together by intricate economic bonds, mazelike governmental and jurisdictional units, and subtle historical, cultural, and social ties.

URBAN GROWTH

The Bureau of the Census defines a metropolitan area as a county or group of contiguous counties with at least one city of 50,000 or more residents. According to the Census of Governments, in 1957 there were in the United States 174 metropolitan areas embracing about a hundred million people. Many of these areas are becoming more and more difficult to recognize as separate entities, for they are becoming part of an even greater complex—the linear city. For example, in the area extending from Boston to Washington, D.C., except for a relatively small patch here and there, one urban region runs smack into another. The same condition is to be found, in varying stages of development, in other areas such as the Pittsburgh-Youngstown-Canton-Akron-Cleveland steel belt, the Chicago-Milwaukee complex, and the Los Angeles-San Diego strip.

While urban growth is not a new phenomenon in the United States, the proportion of urban to total population has increased fastest in recent years. Between 1950 and 1956, roughly eighty-five per cent of the total population growth was in urban areas. By 1975, the urban areas are expected to have sixty million more inhabitants than in 1950, or an increase of seventy-one per cent. Put another way, the probable increase in metropolitan population by 1975 will equal the combined 1950 populations of the metropolitan areas of New York, northeastern New Jersey, Chicago, Los Angeles, Philadelphia, Detroit, Boston, San Francisco-Oakland, Pittsburgh, St. Louis, Cleveland, Washington, Baltimore, Minneapolis-St. Paul, and Buffalo, *plus* fifteen million persons more.

Because of its interest in identifying problems of importance to Ameri-

can society and underwriting efforts toward their solution, the Ford Foundation initiated an Urban and Regional program in 1955. Since then, it has made grants and appropriations totaling almost $9 million to universities, other institutions, and civic bodies for attacks at strategic points on problems of rapid urban growth.

Before describing some of these efforts, it would be useful to sketch a few aspects of the problem.

URBAN PROBLEMS

There are no signs that urbanization is slowing down, or that the postwar explosion of population will stop exploding.

Since time itself apparently offers no solutions to the problems arising from urban growth, man himself must work toward a balance between society's technological advancement and man's personal adjustment to it. If the over-all urban problem is broken down to its component parts, it embraces most of the problems facing the individual, society, and government. They concern the health, housing, employment, education, and cultural and social welfare of the country dweller as well as his city cousin.

Transportation

At the turn of the century during the affectionately-referred-to horse-and-buggy days, the gas buggy was little more than a gleam in the eyes of a small group of automotive inventors and entrepreneurs.

Today the gleam has become the glaring headlights of more than 68 million registered motor vehicles. By 1975, it is estimated that there will be more than 100 million cars cruising—and alas! stuck in traffic—on the streets, highways, and byways of the nation.

The problems of accommodating these non-human locomotors in and between urban areas have multiplied almost as fast as generations of fruit flies. How to move them faster through traffic arteries that have already hardened; how to park them on streets that unfortunately have only two curbs; how to reconcile the movement of these private transporters with public ones such as streetcars and buses; how to . . .

Planners have been struggling with transportation "how to"s with near-desperation. For transportation is one of the foundations upon which metropolitan living is firmly planted. Impede the flow of people and goods in, out, and within the urban complex, and the economy, health, and welfare of the complex is threatened with strangulation.

A conference sponsored by government officials of several Eastern states in September, 1957, summed up the situation succinctly: "At the heart of the problems of most metropolitan areas is the problem of mass transit."

A *Fortune* survey observed gloomily that "the streetcar has all but disappeared, the bus is proving an inept substitute, commuter rail service deteriorates, subways get dirtier, and new expressways pour more and more automobiles into the center of town. . . . [The motorist] is changing the fundamental character of the metropolitan area—and, many planners fear, for the worse."

Long-suffering and harassed by the transportation problem, the motorist-pedestrian-commuter citizen asks: "Change for the worse? Is it possible?" And from out of the transportation jungle, a strangled voice answers, "Yes."

Governmental Fragmentation

The urban body has many hearts. One that beats most fitfully is local-government apparatus, which includes political units, school districts, and special administrative bodies for such services as water, sewers, parks, and fire control.

The word that is the key to government fragmentation is "proliferation," which, according to Webster, when applied to the biological sciences, means "a rapid and repeated production of new parts . . . as the increase of a mass of cells by a rapid succession of cell divisions. . . ."

The extent of governmental proliferation, however, is realized by few people besides practitioners or students of local government. According to a 1952 survey, the then 168 metropolitan areas had 16,210 units of local government; 3,164 municipalities; 2,328 townships; 256 counties; 2,598 special districts and authorities, and 7,864 school districts. The average was 96 per metropolitan area.

Examining these statistics in 1956, Professor Coleman T. Woodbury, a leading authority on urban affairs, remarked, "The enormity of this pure and applied chaos is even more clear when one realizes that 80 of the 168 areas had populations of less than 200,000."

Yet, "numbers are not of the essence," Woodbury noted. "Rather they are simply indicators and reminders of the real difficulties: many units too small for efficient administration of many public services; no officials in a position to see clearly metropolitan-area-wide problems and issues, let alone to exercise effective leadership in respect to them; problems that can be attacked successfully only if the attack be planned for areas much larger than the jurisdiction of any duly constituted agencies; and again, the obvious intent of many groups in metropolitan populations to erect barriers

against others and to duck their own responsibilities, financial and other, for the public services required for parts of the metropolitan areas outside their own relatively little bailiwicks."

The problem of local-government proliferation, or "Balkanization," often has roots in previous centuries, when a different set of political, social, and economic circumstances prevailed. A heritage of nineteenth-century charters and constitutions has made it extremely difficult for many mid-twentieth-century communities to function satisfactorily.

This state of local affairs has led many experts and practitioners in the urban field to call for a reexamination of jurisdictional authority in urban and regional areas. An example of the dismay over proliferation is the reaction of O. W. Campbell, county manager of Dade County, Florida: "The typical metropolitan area is clearly shown to be a confused assortment of competing local governments no one of which is able to handle the problems affecting the entire community, and few willing to cooperate and work together toward such a solution."

Slums and Housing

No one in his right mind wants slums. No city beautiful is possible unless it is the city slum-less. And no number of fine institutional buildings and cultural centers—magnificent though they might be in their own right—can rectify the human degradation and civic shame caused by the existence of dilapidated structures that silently advertise overcrowding, disease, poverty, and dirt.

Ten per cent of the population of the United States, or seventeen million people, mostly in urban areas, live in houses beyond rehabilitation. Additional millions live in houses that are decayed, rat-infested, and without adequate heat, light, or plumbing; by stretching housing standards to

Crowded directories listing governmental units, and bulging files of numerous departments indicate extent of local-government proliferation, a major problem confronting metropolitan areas.

the breaking point, these dwellings are euphemistically called "marginal."

Writing recently in the New York *Times* Magazine, Edward J. Logue suggested that the case for slum clearance would become vividly clear if people would take "a few good old-fashioned walking tours: walks through the slums, up the stinking stairways into the overcrowded, shabby rooms; walks through the run-down commercial areas, taking care to glance above the first-floor store fronts at the dusty windows of the deserted upper floors; walks through the oil-soaked, dreary factory lofts built before the assembly line was even heard of. The filth, the misery, and the danger are all there—easy to see and, once seen, impossible to forget."

Cleaning up slums appears at times like cleaning up the Augean stables. Moreover, as soon as one slum area is cleared, others are created. In fact, slums today are less confined to one or two areas within a city than they were years ago. Measle-like, they spot the city body. In many cities, these drab, unsightly areas begin at or near the downtown area and spread outward with diminishing intensity toward the suburbs.

While slums were once inhabited to a large extent by millions of immigrants, today the slums harbor in their withered arms native and foreign-born alike. However, as always, they cater to the low-income group. In addition, they are the centers for citizens who, because of race or color, are vulnerable to segregated living conditions.

One of the few bright spots in the drab slum picture is the Housing Act of 1949. The legislation is important not only because it authorizes Federal grants for slum clearance and redevelopment but because the Federal government recognizes the deterioration of American cities as a national problem.

Although funds from this program, according to some observers, are inadequate (as of 1957, $1.25 billion had been appropriated, compared

with the appropriation of $33.5 billion for highways), many cities throughout the country have taken advantage of Federal funds for urban renewal and development. By the end of 1958, about 276 cities had renewal projects under way, and 261 cities were engaged in renewal planning.

Still, this program and other private and public city-housing programs aren't catching up to the increase of metropolitan population. About 250,000 new housing units are built each year in metropolitan areas, but about the same number of housing units are withdrawn as a result of demolition, condemnation, or conversion to industrial use.

Voices have been raised throughout the country with regard to nibbling away at the over-all problem of slums and urban redevelopment. Among those doing so is Edward J. Logue, whose *Times* article also said: "Cities must organize themselves to fight slums as efficiently and matter-of-factly as they now organize to fight fires. Today, leaving slum-fighting to the do-gooder or the planner is as obsolete as leaving firefighting in Times Square to a company of volunteer firemen."

The City, the Suburbs, and Services

Despite its bursting seams and creaking joints, the city evokes some rich prose.

Harrison E. Salisbury in the New York *Times* wrote that "a city is, with infinite elaboration, an extension of the old crossroads bazaar — a locale where people meet people, trade, work, rest, eat, entertain and engage in social contacts of endless variety."

But others have warned that the city is becoming the home of "the rich, the poor, and the childless"— people who are rich enough to live with it; those who are too poor to escape it; and those who are childless and don't have to leave it.

The exodus from the city that has been going on for years can no longer be called a "flight to the suburbs;" it is a stampede. Professional population prognosticators predict that 50 million of the 60 million population growth expected by 1975 will occur in the ring of suburban cities, towns, and villages around the core city and only 10 million in the core city itself.

Among the factors contributing to the relative lack of population growth in the core city is the fact that the city limits of most cities are fixed, while the surrounding areas are flexible.

According to observations by many sociologists and writers on the American way of life, the stampede to the suburbs is, furthermore, a drive for status. And the rise of the suburbs also centers on the hope that here are verdant fields, immaculate streets, mannerly children, and efficient schools.

Except for the fortunate few who do find the figurative pot of gold at the end of the unrainbowlike six-lane highway leading from city to suburb, most individuals' hopes are unfulfilled by the great switch. And precisely because it is the great switch. For thousands of people pour into suburbs that are either poorly planned or just incapable of absorbing such large numbers so swiftly. Result: In some cases, the suburb begins to resemble the core city from which the escapee recently escaped.

When an escapee belatedly discovers that he has moved to a citified suburb rather than to a suburb of a city, he also discovers that he has inherited many of the problems confronting (and some that don't) the city dweller and has given up some of the city's benefits, such as cultural and entertainment facilities. The newly arrived suburbanite may find, among other things:

Understaffed, crowded schools. These exist in the suburb as well as

in the city. In fact, the stampede to the suburbs has accentuated in many cases the very school problems the escapee tried to avoid.

Transportation troubles. The real-estate promoter's promise that it takes, say, only thirty-three minutes from the suburb to the downtown area often remains just that—a promise. Not that it couldn't happen. It could, if the trains were always on time (or if they haven't been discontinued), if the highways weren't jammed, if wintertime were free of ice and snow, if. . . .

Rising tax rates. Taxes, which seem to be the yeast of the body politic, give rise to an angry ferment in the breasts of taxpayers. Suburbanites frequently complain that tax dollar for tax dollar the services provided by the small suburb do not match those of the large city.

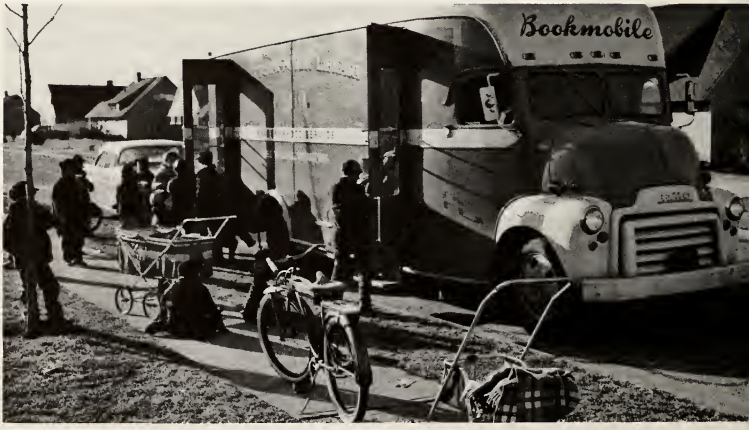
Itemizing the woes of the suburbanite by no means minimizes the manifold woes of the city dweller. However, it does point up the fact that the problem is not one of escape from steel-and-concrete urban jungles to tree-and-lawn suburban Arcadias. Suburbia is no foolproof way of shedding the problems of the city, for both city and suburban inhabitants are, so to speak, in the same boat, tossed one way by mounting population pressures and another by increasing metropolitan decay.

THE FORD FOUNDATION'S URBAN AND REGIONAL PROGRAM

The Foundation's objective is to contribute toward:

- developing local institutions capable of planning for orderly growth of metropolitan areas.
- developing the skilled manpower needed to work on urban affairs, both in the community and in the university.

Suburbia, like the city, has its problems. Bookmobile, in lieu of a local library, services a community; installation of sewers reflect rapid suburban growth; and suburbanites wait to embark from jam-packed ferry to join tens of thousands who daily commute to the city via train, bus, and auto.



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- stimulating an adequate flow of significant research on urban problems.
- ensuring that relevant information and professional guidance are available to communities that wish to act.
- relating work on urban development in the United States to similar work in other countries.

The Foundation's appropriations and grants fall loosely into several general categories. These categories include demonstration projects, specialized-area projects, university training, the urban-studies center, agencies in the urban and regional field, and related urban projects abroad. In addition, various Foundation actions and directions are not described in this booklet because of space limitation or because they have just got under way.*

What follows is a brief description of some of the activities supported by the Foundation's Urban and Regional program.

DEMONSTRATION PROJECTS

In the civic body in general and in the urban organism in particular, these projects include seminars, opinion sampling, data gathering, formulating urban and regional plans, and public education and information. Hopefully, the projects pinpoint the local urban and regional problems;

*They include, among numerous others, a series of grants for clinical studies of civic-action and governmental-reorganization programs in various communities, including Miami, Sacramento, Syracuse, New Haven, Seattle, St. Louis, Houston, Cleveland, and Milwaukee; grants for continuing economic studies in the Pittsburgh and Upper Midwest regions; a grant to the Institute of Public Administration for a clearinghouse for research on urban problems; a grant for a Commission on Municipal Manpower to study personnel needs in urban government; and a grant to Rutgers University for an Urban Research and Extension Center. The last is intended to break new ground in adapting the research, education, and extension techniques of the land-grant colleges from an agricultural to an urban setting.

show the need, through an actual working alliance of many sections of the population, of a community-wide approach in trying to solve these problems; and demonstrate that these local programs, which are conceived as experiments, may be applicable on a national scale. Of major importance in all of these projects is the fact that the various segments of the community, all of which have a vital interest in the urban problem, have been brought into what one local leader has called a "coalition of interests." In the aggregate, the projects involve university administrators and scholars, professional planners, civic-organization personnel, government officials, business and labor leaders, and representatives of the general public; and are conducted by universities, planning bodies, government agencies, and business and civic organizations.

In almost all cases, the Foundation supplies only a part of the funds, and requires as a condition for the grant that matching funds be raised from the community. To date, the communities involved have raised almost $3 million to match Foundation grants.

The demonstrations assisted by the Foundation have ranged from the relatively modest forum-type project, through studies in depth in a particular community, to broad regional enterprises.

Boston

Like other great, historic cities, Boston gets its share of both appreciation and deprecation from native Bostonians and outlanders. A few years ago, at a Citizen Seminar on the Fiscal, Economic, and Political Problems of Boston and the Metropolitan Community, sponsored by Boston College, Edward Weeks, the editor of the *Atlantic Monthly,* voiced the appreciative view.

"When I return from my travels," he said, "I rediscover Boston. I

discover that I walk to work of a morning through the loveliest public garden in North America. Even if I were riding the Cambridge subway, I should not need the shin guards and a crash helmet which are standard equipment in New York. I am reminded that within thirty miles of the State House are the sea, the deep woods, and the open country; wild deer, the striper, trout, and wild ducks; the Gloucester wharves, the Marblehead fleet, Chestnut Street in Salem, Walden Pond, Hugo's lobsters, Ipswich clams. . . . Within ten miles of the State House is the best orchestra in the world; the best hospitals for young or old; the great trees planted by Frederick Olmsted and Charles Sargent; the high standards of our public and private schools; the historic hospitality of Beacon Hill; and the leadership of our great universities."

Weeks' rhapsody on the theme of Boston, however, is not echoed by everyone, as the late Lester Allen, chief editorial writer of the Boston *Post,* pointed out at the same conference.

"During my newsgathering activities," he said, "I discovered that too many people all over the country regard the city of Boston as a kind of municipal anachronism—amusing to be sure, but inhabited by a peculiar race of dessicated men who live in Georgian houses on the slopes of Beacon Hill, quote Emerson, and occupy themselves with ancestor worship and the investment of the earnings of irrevocable trusts . . . The rival seaports delight in the view that Boston's waterfront is lined with sagging wharves at which ancient sailing ships with rotting cordage slowly sink into the mud. . . . The inland cities, which have in the past through no fault of Boston's, felt inferior in an anti-intellectual sort of way, are pleased that Boston—rich, cultured Boston—is getting its lumps."

Actually, Boston is not "getting its lumps" any more than other old American cities that have outgrown many of their earlier facilities. For

instance, downtown Boston's narrow, winding streets—said to be based upon paths made during the city's formative years by cows wending their leisurely way to pasture—are ill-suited for today's automobiles, which, their harassed drivers remark, make about the same speed as their bovine predecessors.

Although Boston's urban problems do not spring entirely from the fact that it is almost 340 years old, there is little doubt that some of the problems can be traced in part to gray hair and creaking bones.

As Boston's Mayor Hynes once remarked, Boston is "built up; boxed in with no virgin territory for development. With good industrial sites at a premium; with congested pockets making traffic movement slow and expensive; with an outdated zoning map which restricts better than it protects; with an outdated tax base that discourages new construction; and with hampering legislative edicts and formulae . . . today Boston feels as though it is in a strait jacket from which even a modern Houdini would have difficulty extricating himself.

"In short, our historic fortress is not a good defense in today's economic battles. We must make the fullest use of modern weapons of both attack and defense . . . for today, and tomorrow, and always, the race will be to the swift, and we all must recognize that sentimental pride in our history and background, however noble they may be, will not win us any blue ribbons in today's fiercely competitive race for business."

For the past several years, one of the "weapons" used to further progress in Boston has been Boston College's program of research and citizen education on problems of Metropolitan Boston. Two grants from the Ford Foundation totaling $106,500 and funds contributed locally have financed the program.

Each year, five or six seminars and an annual conference are con-

ducted. Subjects of the seminars vary widely on the area's metropolitan problems; for example, "The Structure and Organization of the Boston City Government;" "Possibilities for the Economic Development and Redevelopment of Boston;" and "The Relation of Boston to the Metropolitan District and the Commonwealth of Massachusetts."

The participants in the seminars also vary widely, and represent business, government, labor, civic groups, and educational institutions. Attendance averages about 300 persons, many of them outstanding leaders of the community. Boston newspapers cover the seminars thoroughly, often giving them front-page spreads and editorial comment. Newspaper, radio, and TV coverage thus affords two and a half million people in Metropolitan Boston a sharp, critical look at the area's problems from the informed viewpoint of the hard-hitting Seminar participants.

The director of the Seminar, Reverend W. Seavey Joyce, S.J., dean of the College of Business Administration at Boston College, believes that in addition to spotlighting metropolitan problems, the Seminar has served several other important functions; namely, putting government people in contact with civic groups and businessmen; bringing labor people into the metropolitan-planning picture; and, as a community institution, helping to bridge the gaps between diverse groups.

After five years in operation, the Seminar people proudly point out that they have contributed to such accomplishments in the Boston area as the organization of the Massachusetts Port Authority, the construction of an Inner Belt highway for the city, and the formation of a regional planning group. Moreover, they feel that from the interest in the Seminar throughout the Boston community there has developed a clearer understanding of the area's needs and complex civic problems.

23

Kansas City

Kansas City is such a volatile, quick-acting city that a "guy in K.C. gets an idea at breakfast, forms a committee at lunch, and incorporates by dinnertime."

So says Dr. William Bryant, who speaks with some authority since he is executive director of Community Studies, Inc., which has been conducting research in the area for almost ten years.

Many of the city's residents are proud of its reputation for being "volatile and quick-acting," and are the first to say that Kansas City is known for jumping first and then looking to see if water is there.

Still, as Dr. Bryant points out, Kansas City "is not a wild city. It is awake, hard-working, friendly. . . . Cultural activities are on the increase. Big-league baseball has given the city a lot of prestige. It is a big convention town. It is becoming more and more cosmopolitan. It is in the Midwest with some Southern influences surrounding it, but the people here consider Kansas City to be a Western city with a Southern exposure."

Situated on rolling hills beribboned by the Missouri, the Kansas, and the Blue rivers, Kansas City is physically attractive. Its vast parkway system and many parks give it a pleasant "green" appearance, and its many attractively designed homes, churches, and other buildings give it a refreshingly modern look.

A fairly new city compared to Boston, hundred-odd-year-old Kansas City nevertheless faces many problems besetting older communities — sewage disposal, slums, and the proliferation of local governmental units, to name a few.

This is not surprising, since in area and population Metropolitan Kansas City is one of the larger urban complexes in the United States. It comprises four counties (six, for planning purposes) in Missouri and

Urban-renewal programs attempt to upgrade physical appearance of cities. Signs such as the one erected on this house by anxious householder—in this case, in Kansas City—are testimony to extent of urban redevelopment.

Kansas. Its population is approximately 900,000, with about 500,000 persons residing in Kansas City, Missouri; about 145,000 in Kansas City, Kansas; and the rest in the surrounding area. Within the next twenty years, its population is expected to push the million-and-a-half mark.

Still, the metropolitan problems facing Kansas City are not at the crisis stage. As one local leader remarked: "We try to meet them before desperation sets in. This is why Community Studies, for instance, can carry out its research in a fairly orderly fashion, and doesn't have to function as though the city were on the brink of catastrophe."

Over the past decade, Community Studies, Inc., has carried out more than 150 surveys in the fields of health, education, welfare, and government. It has a staff of forty persons and an annual budget of $600,000, raised mostly from such sources as the National Institutes of Health, U. S. Public Health Service, and various foundations, especially the Kansas City Trusts and Foundation, which donated money to set up Community Studies and has been contributing funds to it since.

One of its chief current projects is a program of research, planning, and education on urban matters in Metropolitan Kansas City. The impetus for undertaking the program came from the community itself. Spurred by a series of editorials in the Kansas City *Star* and prodded by local leaders, the Metropolitan Area Planning Council was formed in 1956 to analyze and attack the metropolitan problems of Greater Kansas City. The Council then invited Community Studies to organize and conduct the research program.

The Ford Foundation appropriated $150,000, or about one-half of the estimated budget, to help finance the three-year program; the other half is contributed by local sources through the Council.

The main objectives of the program are:

- a comparative cost analysis of municipal services throughout the metropolitan area.
- a series of studies including a study of leadership and of attitudes toward metropolitan organizations to discover the ways of developing a proper atmosphere for metropolitan-area action.
- a determination of the most feasible plan for providing services to the metropolitan area.
- a program of education and leadership development.

Specifically, Community Studies is furnishing land-use and population-distribution maps, plans of where industrial areas should be located, zoning recommendations, studies of the economic base of various parts of the area, and studies of expected growth. Moreover, the program also considers where services such as sewers, water, police, and fire protection can be combined for a saving to the taxpayer.

In addition to the immediate ameliorative effects the three-year program of research may have on Metropolitan Kansas City, there is the hope, as Dr. Bryant put it, "that some organizational structure will result that will carry on continuing research efforts on the urban problems of this area." His remark is echoed in one of the many *Star* editorials that helped to push Kansas City into scrutinizing its urban structure: "Metropolitan Kansas City . . . must have the benefit of area planning if it is to continue to grow and benefit from its over-all locational advantages." Both Dr. Bryant's and the *Star's* views reflect an important aim of certain urban grants: to demonstrate that the modern metropolis needs ample and permanent research facilities no less than industry needs highly developed research and development programs.

Peoria

Until a couple of years ago, Peoria, Illinois, and Kansas City, Missouri, separated by 350 miles, had as little to do with each other as most other cities so widely separated. In 1957, however, the two cities became linked, so to speak, as a result of their respective planning efforts.

At about the same time that Kansas City was marshaling its forces to attack its metropolitan problems, several leading citizens of Peoria were doing the same. But unlike Kansas City, Peoria had little research experience and no local organization equipped to undertake a serious study of its urban affairs. In a flash of inspiration, this suggestion was made: Why not ask Community Studies, in Kansas City, for assistance? The advantages would be twofold: first, Peoria would have the guidance of an established research organization; second, research benefits would result from a similar study of a fairly large urban complex like Kansas City and a smaller one like Peoria. The Forest Park Foundation, of Peoria, spearheaded the effort to enlist Community Studies' assistance in Peoria. Moreover, it was agreed that the Ford Foundation should be approached for financial assistance for projects in both cities.

In June, 1957, the Foundation made an appropriation of $210,000 for support of the projects: the previously mentioned $150,000 for Kansas City and $60,000 for Peoria. Matching funds were raised locally from organizations that included the Forest Park Foundation and the Demolition and Redevelopment Committee of Peoria.

To implement the Peoria study, 110 people representing industry, business, and various civic groups met to organize the Central Illinois Planning Corporation. In September, 1957, C.I.P.C. was chartered, with a board of directors composed of thirty people from Metropolitan Peoria's

three counties – Tazewell, Woodford, and Peoria – in which more than 280,000 people live and work.

By and large, the objectives of the Peoria project are similar to those of Kansas City; and, like Kansas City, Peoria hopes to build a continuing urban-research body after the three-year project is completed.

Dayton

Dayton, Ohio, is a small city grown large. In 1940, Metropolitan Dayton had a population of 304,000; in 1950, 423,000; in 1958, an estimated 583,000.

For planning purposes, Metropolitan Dayton includes Montgomery County (of which Dayton is the county seat) and the urbanized portions of adjoining Greene County. Governmentally, Montgomery County takes no back seat in the extent of its proliferation; to wit, one county government, nineteen municipalities, eighteen school districts, thirteen townships, five special-purpose districts, for a total of fifty-six units of local government. The urbanized portion of Greene County accounts for six more units.

Commenting on this proliferation, Joseph Myers, associate editor of the Dayton *Journal Herald* and a knowledgeable man about historic as well as present-day Dayton affairs, wryly remarked: "When the first settlers came here in 1796, this area was a famous Indian hunting ground. With all these local-government units, we still have plenty of little chiefs around."

Yet, as many Dayton citizens acknowledge, the governmental climate of the city, in comparison with other cities, is good. They point with pride to the fact that Dayton was the first large city in the country to adopt a city-manager plan.

Metropolitan Dayton is economically and socially varied. The West Side is inhabited by many Negroes, who make up eighteen per cent of the area's population. On the other hand, there is the wealthy community of Oakwood, where the high level of municipal services is said to include police who feed dogs while their owners are weekending in the country. The incorporated suburb of Kettering, with about 50,000 inhabitants, is almost all residential with little industry. And there is the village of Moraine, which is almost all industrial with practically no residents.

Dayton has been no stranger to research programs. The Dayton Bureau of Municipal Research was established in 1911 and lasted for twenty-six years. One of its main research accomplishments was to collect data that formed the basis for the city-manager plan, established shortly after the disastrous flood of March, 1913, which threatened the very existence of Dayton. Other research organizations included the Montgomery County Public Advisory Committee, formed in 1938, which did research on schools, and the Montgomery County Survey, which focused its attention on county-government services.

However, with population doubling between 1940 and 1958 and with metropolitan problems mounting, a need was felt for a research organization that could fully and continuously "collect and study the important facts about the Dayton area so that the people will have a sound basis for making community decisions."

Among the most influential voices expressing this need were Dayton's newspapers. Editorials in the *News* and *Journal Herald* hammered away that a continuing research organization was necessary "to enable Metropolitan Dayton to keep pace with the fast moving events in the way of good government." Fain wrote a series of articles in the *News* on the future of American cities and urged a bold approach to the metropolitan

problems of Dayton. Industrial, business, civic, and educational leaders responded.

Subsequently, the Ford Foundation was asked to help finance the establishment of such a research organization. Joining in the request were individuals from the city's newspapers; industrial firms—the National Cash Register Company, General Motors, Standard Register Company, and others; educational institutions such as Miami University, in Oxford, Ohio; the mayor and city manager of Dayton; county chairmen of both the Republican and Democratic parties; the presidents of labor unions; the chairman of the Board of County Commissioners; and the chairman of the Board of Education.

In June, 1957, the Foundation appropriated $150,000 for the project, contingent on local sources contributing $250,000. By December, 1957, almost the entire sum had been raised or pledged by such local organizations as General Motors, the Dayton Foundation, the Rike Foundation, and the National Cash Register Foundation, as well as by various individuals.

The new research organization was named Metropolitan Community Studies (METRO). Its functions, as outlined in its articles of incorporation, are:

- to conduct a series of thorough studies of (a) the economic life of the Dayton metropolitan community, including the production, distribution, and use of goods and services throughout the area, (b) the people of the metropolitan area, their cultural and social institutions, and their social relationships, (c) the governments of the area, including their organization, structure, policies, costs, administrative procedures, and interrelationships, and (d) the relation of these governments to the economy and social structure of the metropolitan area.

- to report the results of such studies and to recommend courses of action that will be beneficial to the entire area.
- to communicate the facts to the general public so that the people may have non-political, factual information upon which to base decisions.
- to cooperate with and assist public officials in improving governmental organization and procedures.

Just how enthusiastically the citizens of Dayton responded to this program is attested to by a banquet and meeting that publicly inaugurated METRO on November 1, 1957. Seventeen hundred people gathered together for what was probably the largest turnout for the launching of an urban-research program in any city in the United States.

The staff of METRO consists of ten full-time and part-time members and a number of temporary members, including college students used primarily as interviewers in opinion and leadership surveys. It is headed by University of California (Los Angeles) professor John Bollens, who also directed the Metropolitan St. Louis Survey.

According to Fain, the single most important factor in METRO's realization was "community interest—real, genuine, hungry, searching community interest."

REGIONAL DEMONSTRATION PROJECTS

In September, 1957, and June, 1958, the Foundation made two appropriations for regional demonstration projects. These were appropriations of $900,000 each to the Pennsylvania-New Jersey-Delaware Metropolitan Project (PENJERDEL) and to the Southeastern Michigan Metropolitan Community Research Corporation. In both cases, the funds were to be matched by like sums from local and other sources.

In a sense, these two appropriations were the culmination of the series of grants made for demonstration projects beginning with the modest, limited-objective Boston Seminar project and extending through the more ambitious programs in St. Louis,* Kansas City, Peoria, and Dayton.

Though differing in structure and detail, both regional projects have the same basic objectives; namely, to create a continuing organization to consider the over-all problems and plans affecting their respective region, and by so doing avoid the drawbacks of one-shot studies; to identify and educate local leadership for constructive activity on regional problems; to stimulate intensive research through a working partnership of the scholar and the community; and to recruit and train men and women from all walks of life, especially from universities, to work on urban and regional problems.

Pennsylvania-New Jersey-Delaware (PENJERDEL)

Over the past few years, Philadelphia, which is the hub of the PENJERDEL region, has undergone one of the most elaborate face-lifting and lifting-by-the-bootstrap operations among American cities. Recent events in Penn's city have taken the sting and substance away from Mencken's cynical remark many years ago that "Philadelphia is the most Pecksniffian of American cities." With sincerity and earnestness, Philadelphians are improving their city through such un-Pecksniffian efforts as the Penn Center Development in the heart of the city, the Dock Street and Independence Square rehabilitation programs, and PENJERDEL.

The region embraced by PENJERDEL is a Gargantuan complex of urban and rural areas of eleven counties that total 4,631 square miles and

*The Metropolitan St. Louis Survey, assisted by a grant from the Foundation's Urban and Regional program, is described in a Foundation booklet "The Ford Foundation and St. Louis."

straddle across three states. Extending from the lower regions of the Delaware River down to salt water in the estuary, it contains three standard metropolitan areas – Philadelphia, Trenton, and Wilmington – and has between four and five million people.

Unlike the areas thus far described here, PENJERDEL is not confined to a concentrated urban region. For in addition to the metropolitan complexes, forty-nine per cent of the land area in the PENJERDEL region is in farms, and another portion is in forests, lakes, and rivers. Less than one-fourth of the land is developed.

But the PENJERDEL area's population is growing rapidly. Sprawling real-estate developments are chewing up the open land. In four counties alone, nearly fifty square miles were built up with homes in three years.

The development of community facilities, however, is lagging far behind. There is no comprehensive program to develop parks and recreational activities. A regional highway program is only in the earliest stages. There are no regional plans for such fundamental activities as air-pollution control, waste disposal, or coordinated health services.

Most of the region's local-government functions, moreover, are performed by hundreds of small boroughs and townships. Grim necessity has forced many to combine forces in furnishing some services. In eight of the eleven counties catalogued so far, there are 750 inter-jurisdictional arrangements among minor civil jurisdictions or school districts. But, in general, there has been no joint effort to deal with region-wide problems.

PENJERDEL aims to study these problems more intensively than at any time in the past, and to encourage public-spirited citizens and organizations to work out acceptable solutions. Though the region is large and embraces a variety of industrial and agricultural activities, the PENJERDEL people believe that study and planning must treat the region as a

whole, since one section's problems impinge upon and influence the entire area.

Organizationally, PENJERDEL hopes to combine in a working relationship civic, academic, business, trade, and professional groups—many with years of experience in public service—as well as organizations representing farm, labor, government, community, welfare, and schools.

Of utmost significance is the cooperation expected from many of the area's forty or so institutions of higher learning. As one civic leader recently put it, "One of the major accomplishments of the Foundation's assistance is that for the first time university people and civic organizations are working together on problems of the area."

Southeastern Michigan Metropolitan Community Research Corporation

Although some local boosters see Detroit only as "an industrial giant" and "the world's greatest industrial research center," more reflective members of the community, while proud of the auto city as a symbol of American manufacturing ingenuity, admit that giant industrial achievement triggers gigantic problems of economic and social adjustment.

Thus, William M. Day, president of the Michigan Bell Telephone Company, remarks that Detroiters should be – and often are –"quick to change. And this goes all down the line—business, labor, local government. Fortunately, too, this get-up-and-go attitude is reinforced by a community spirit, a background of working with each other."

Hopefully, this proclivity to change and cooperation will furnish the ginger necessary to spice up the research program recently undertaken for southeastern Michigan.

The region around Detroit is composed of six counties – Macomb, Monroe, Oakland, St. Clair, Washtenaw, and Wayne–embracing 3,983 square miles and over four million people, or more than half of Michigan's population.

Asked recently to name the area's problems, a knowledgeable Detroit citizen began to tick them off–transportation, unemployment, sewage disposal, housing. Then he stopped short and said, "Make a list of urban and regional problems that exist all over the country. You name them; we've got them."

In an attempt not only to name the problems but to probe them, the research program will consider the following categories: physical, including transportation, water, sewers, and building codes; economic; social; governmental; dissemination of information; involvement of citizens in efforts to cope with metropolitan growth; and preparation of rural residents for approaching urban living.

Officials of Southeastern Michigan Metropolitan Community Research Corporation point out that this is not a crash program; several years will be needed to carry out their objectives, one of them being the establishment of a continuing research organization. They also point out that the Corporation has a background of research activity upon which to draw, since it has roots in several research organizations that have functioned over a fifteen-year period.

The Corporation also has the cooperation of four universities in the area as well as leading representatives from almost every section of the area's business, labor, governmental, and community life. A newspaperman described this array of prestige and brains in the cooperating Citizens Committee as "tops in almost anybody's Who's Who as well as in almost anybody's How To."

Clearance of site and new Detroit Civic Center
along Detroit River waterfront.

SPECIALIZED AREA PROJECTS

Although in some cases specialized area projects assisted by the Foundation may be part of a broad metropolitan or regional project, they aim primarily at specific research objectives.

Since the start of the Foundation's Urban and Regional program in 1955, about a dozen such projects have been supported in regions extending from Pennsylvania in the East to Minnesota in the West, and from New York in the North to North Carolina and Florida in the South.

The primary research objectives have been economic, fiscal, social, or a combination of these. Despite the particular research emphasis, the nature of the urban problem is such that research data in one specialized field contributes to an understanding of all phases of the region's metropolitan problems.

New York Metropolitan Region Study

Newspaper readers in the New York metropolitan area are periodically confronted with headlines—often on the front page—such as: "City Region Is a Major Producer Besides Expediter, Study Finds," or " 'Export' of Wages to Suburbs Poses a City Income Tax."

These reports emanate from the Regional Plan Association's New York Metropolitan Region Study, which has been under way since May, 1956, on a twenty-five-year projection of the region's economy. The Study was started with grants of $240,000 each from the Ford Foundation and the Rockefeller Brothers Fund, $34,000 from the Merrill Foundation, and $6,000 from the Twentieth Century Fund.

Undertaken for the Association by the Harvard Graduate School of Public Administration and scheduled for completion in 1959, the Study

covers a three-state area and about sixteen million people, almost ten per cent of the nation's population. The region includes the five counties of New York City, and Dutchess, Nassau, Orange, Putnam, Rockland, Suffolk, and Westchester counties in New York State; Bergen, Essex, Hudson, Middlesex, Monmouth, Morris, Passaic, Somerset, and Union counties in New Jersey; and Fairfield County in Connecticut.

The over-all objectives of the Study are: to make a comprehensive analysis of major economic and demographic aspects of the region's development; to determine the critical factors in the region's growth; and to indicate critical trends for the future.

Preliminary results of the Study, in addition to coverage in the newspapers, have appeared in scholarly journals and are being communicated regularly by meetings, speeches, and advisory bodies to key industrial, business, civic, and governmental officials.

As just one example of the impact these studies are making is a paper entitled "The Changing Economic Function of the Central City," written by Dr. Raymond Vernon, director of the Study, prepared for and published by the Area Development Committee of the Committee for Economic Development. In this study, Dr. Vernon described and analyzed the rapid economic changes that are leading to the present deterioration of the nation's large central cities. Among other things, Dr. Vernon cited as a most challenging problem "the growing obsolescence found in most central cities between the business district and surrounding suburbs—an indeterminate area which is becoming known as the 'gray belt.' " More than three hundred newspapers and several leading news magazines ran stories on Dr. Vernon's study. Approximately two hundred newspapers had editorials on the report, including such citizen-stimulating editorial headlines as "Slum Growth Is Threat to Nation," "Future of the City," "Suburbs Not Im-

mune to Slum Disease; Joint Community Action Can Halt It," " 'Gray Belts' Widening; Will City Take ACTION?" and "Will Cities of the Nation Respond to the Challenge of Self-Preservation?"

Final results of the various studies will shortly appear in a series of nine volumes to be published by the Harvard University Press. The publications will be supplemented by the Study staff through conferences with interested groups in the New York metropolitan region.

The breadth and depth of the Study can be seen in the list of the volumes to be published: *Anatomy of a Metropolis, Made in New York, The Newcomers, Wages and Metropolitan Growth, The Financial Community, Port and Industry, 1400 Governments, People and Jobs in Metropolitan Areas,* and *Metropolis, 1985.*

In addition to supplying the first comprehensive study of the present and projected future of the region, the Study has served as a training program in metropolitan economics for some forty graduate students and faculty members from Harvard and other universities and colleges. Some of the graduate students from Harvard University have been assisted by Foundation fellowships in metropolitan studies.

With three years' effort under its all-embracing metropolitan belt, the Study has won such praise as this evaluation by an old-time worker in the urban-affairs vineyard: "The Study, under the directorship of Ray Vernon, seems certain to become a landmark in the development of regional economic analysis, and a major influence on academic and governmental approaches to urban planning."

The Piedmont Industrial Crescent

Two of the several faces of the urban situation have been examined here so far: the city and its surrounding area and, as in the case of

PENJERDEL, a region containing several large urban complexes. The Piedmont Industrial Crescent, in North Carolina, which extends into South Carolina, shows another urban face: an area characterized by clusters of rapidly growing smaller cities.

These cities extend crescent-like through sixteen counties in the Carolinas for about 275 miles. (See accompanying map.) The area has a population of approximately two million, with from 15,000 to 150,000 per city. The cities in the Crescent are linked by an interstate highway system and the Southern Railway.

With housing and industrial tentacles already reaching out from city to city, some observers believe that in time the entire Crescent may become a linear city.

Since most of the Crescent lies within North Carolina, the industrialized Crescent affects and is affected by the following characteristics of the state:

- According to the 1950 census, North Carolina's population was equally divided among rural farm, rural non-farm, and urban.
- Per-capita income since World War II has never ranked higher than forty-fourth among the states.
- Industrial production and size of labor force is near the top third of the list among the states.
- It contains the largest number of farms of any state, but they are about the smallest in size.
- There is no dominant major city, though there are several small and middle-size ones.
- One of the state's greatest exports is people, mainly Negroes and hill people, who migrate principally to the Midwest.

Hundreds of such facts are being taken into account in a University of

University of North Carolina student asks questions to determine how citizens feel about various aspects of city living. House-to-house survey by corps of interviewers is part of study of Piedmont Crescent area, map of which is shown opposite.

Virginia
enn.
Winston-Salem
Greensboro
Burlington
Graham
Durham
High Point
Lexington
Thomasville
Chapel Hill
Raleigh
Salisbury
Kannapolis
Concord
North Carolina
Charlotte
South Carolina

North Carolina survey of the Crescent in particular and Southern urban development in general.

Supported by a grant of $527,000 from the Foundation, the University's Institute for Research in Social Science hopes to increase its research and graduate training in urban affairs; to advance communication among the universities in the South engaged in urban research; and to interpret research for local action groups.

The Institute's study of urban development in the Piedmont Industrial Crescent includes studies of the economy, leadership patterns and decision-making power structure, newcomers to urban centers, role of the planner, citizens' reactions to urban life, and metropolitan-development problems.

The University hopes to complete this research by 1960, when three years of the five-year grant will have expired. During the last two years, it will concentrate on expediting its regional extension program among other university groups and among local groups interested in urban affairs.

"The program isn't a blueprint for the future," Professor Stuart Chapin, director of the project, recently commented. "Hopefully, however, it will give an impetus to communities to respond."

Southern Appalachian Mountain Region

Between seven and eight million people live in the Southern Appalachian Mountain area, a swath of 230 mountain counties ranging from the Virginias through Kentucky, Tennessee, and the Carolinas into Georgia and Alabama in the Deep South.

A good part of the area is rugged land cleft by deep valleys and topped by high hills. In some places, the hillsides are so steep that, as an eastern

Kentucky mountaineer puts it, "you look up the chimney to see if the cows are coming home."

Generally, the mountain areas are prey to some of nature's most violent moods, and floods, droughts, even heavy snows play havoc with the lives and lands of the relatively isolated peoples who live here on thousands of "God's little acres."

Generalizations are difficult to make about an area as large as the Southern Appalachians. Conditions vary from section to section, and the social, historical, and cultural life of the mountain people is colored by particular local situations. Nevertheless, there is an over-all pattern to mountain life, and a brief look at one specific section—eastern Kentucky—may give some clues to the Southern Appalachian area as a whole.

Usually, the more rugged the country and the narrower the valleys, the poorer the people. This is so in eastern Kentucky. Its narrow valleys leave little fertile land for farming. Wide, extensive, fruitful fields are rare, and only bits and patches of cultivated land dot the countryside. Hard by these pathetic patches—or in the middle of them—are small, unpainted one- or two-room shacks, each with the ubiquitous hand-wringer-type washing machine standing on the front porch in mute testimony that at least one of the blessings of modern civilization has not bypassed the impoverished hill people.

Most of the mountain people are impoverished. Farming in this area has never yielded more than a marginal existence, and now that many of the coal mines and timberlands—major sources of work for decades—are shut because there is little demand for their product or they have been worked out, the employment picture is, in the words of one Kentucky miner, "as black as the Devil's heart."

In search of jobs, many residents of the area have migrated to cities

like Dayton, Cincinnati, Chicago, and Detroit.

According to even optimistic observers, the prospects for those who choose to remain of winning the battle for a decent livelihood are not too bright. Nevertheless, a large number have not migrated. With their tenaciousness, fierce pride, independence of spirit, and stubborn loyalty to generations-long mountain traditions, they are eking out a living from truck mines (small mines, close to the surface, from which coal is trucked to a rail head and dumped into railroad cars), intermittent employment in lumber camps, or tobacco plots that at first glance seem no larger than the spread of a man's arms.

Attempting to explain why so many mountain people refuse to desert their land, a recent scholarly article noted: "The deep conservatism which leads mountain people to choose to remain in an area which many of them freely admit is economically, socially, and culturally retarded may be described as part of the Mountain Yeoman Complex of the Southern Appalachians. This complex is compounded of a surprising contempt for material things, strong family and community ties, and deep Fundamentalist religious beliefs." The mountain man himself often replies more briefly, " 'Cause, Mister, this is my home."

This determined allegiance to home sticks with the estimated 200,000 Southern Appalachian Mountain people who each year migrate to the cities. The mountain man carries with him a burning desire to go back home at the first opportunity. But when he migrates to the city he also takes along, as one unsympathetic Cincinnati resident remarked, "ten kids, twenty dollars, not much education, and few skills with which to make a living in the city."

If city residents are unhappy at the sight of thousands of in-migrants settling in ghetto-like areas in the shabby section of town, the in-migrant

is usually even more unhappy. He has left his familiar home for the strange and often unfriendly city. By and large, the cultural and aesthetic advantages of the city do not attract this new species of immigrant, whose American roots often go back two centuries or so. He much prefers his former way of life, even though in his native isolated community there are no fine buildings and paved roads, but, rather, earth-hugging cabins, and roads that run up the creeks and creeks that run down the roads.

Thus, unsympathetic to the city and having great difficulty adjusting himself economically, socially, or culturally to his new environment, the in-migrant is seen constantly on the highways and byways in dilapidated trucks and cars making a weekend excursion, where the distance is feasible, from the city back to the mountains or in some cases returning for good or until he is forced by severe economic necessity to seek work again in the city.

Authorities see little reason to suppose that the migration will decline within the immediate future. If anything, they predict an increase.

Attempts to remedy the situation of both the stay-at-home mountain people and the migrants have been hampered by a lack of reliable information and data about them. Most figures, even the number of migrants per year, are little more than guesses. Except for a few limited studies, no broad, objective survey has been made of the Southern Appalachian Mountain area since a survey by the Federal government more than twenty-five years ago.

To help correct the dearth of current data, the Ford Foundation in late 1957 made a two-year grant of $250,000 to Berea College in Kentucky for a comprehensive, analytical survey of the economic, sociological, cultural, educational, health, religious, and moral conditions in the Southern Appalachian Mountain area. The survey is studying changes of the past twenty-

Children (above) at play in front of their house in Kentucky mountains. Others from the Southern Appalachian Mountain area (left and right), have left economically depressed area and have migrated to cities.

five years, collecting data on attitudes and needs, and formulating specific programs to meet these needs, with special attention to the migration to industrial cities.

In addition to Berea College, the study involves the various state universities of the Southern Appalachian Mountain states. A sponsoring committee consists of university and church representatives, the Council of Southern Mountains, and leading citizens of the area. The head and leading organizer of the study is Dr. Willis D. Weatherford, the energetic octogenerian vice chairman of Berea College's board of trustees.

UNIVERSITY TRAINING

Like engineering, teaching, and medicine, the urban field needs skilled manpower, especially brainpower, at a faster rate than it is currently being supplied.

In just one special area of the urban field—planning—an estimated 300 to 400 positions are unfilled because well-trained professional practitioners just aren't to be had, even at a good price. The gloomy prospect for the near future is that the shortage will grow worse, for many reasons:

- The burgeoning urban population and the ever-growing demand for urban-affairs practitioners.
- The rapidly growing public interest in tackling the problems of urban development.
- The growing demand overseas for the services of urban specialists.
- The continuing rise in the standards of municipal employment, shifting the demand from local patronage and other non-merit appointments to a tight national market for skilled personnel.

- The increasing college enrollment, which will in the long run add to the supply of urban specialists, but in the short run will reduce the number of university specialists available for research, consultation, and administrative assignments in the urban fields.
- The growing demand for urban specialists in industry, to work on problems of plant location, market development, and community relations.

In many of the Foundation-supported projects, training of urban specialists is built in. In other grants, notably to the University of Pennsylvania and Columbia University, university training of urban-affairs specialists is the main objective.

The Foundation granted $410,000 to the University of Pennsylvania in June, 1957, to support for eight years a program to strengthen the University's facilities and methods in educating city planners. The grant helped to establish a rotating research professorship in urban affairs. First to be chosen was Lewis Mumford, pioneer in city planning and author of *The Culture of Cities*. The funds financed an experimental program to develop teaching methods and materials in urban planning, among which is a series of much-needed readers on urban affairs that will be published under the joint sponsorship of the University of Pennsylvania and Harvard. And the grant enabled the University to bring leading practitioners in the field of urban affairs to the campus to participate in the experimental program.

The University believes that these steps — and others, such as the involvement of relevant subject fields (economics, sociology, political science, etc.)—will increase the number of university-trained urban-affairs practitioners and improve the quality of their training.

The goal at Columbia University, which received a five-year Foundation grant of $348,180 in June, 1957, is to train twenty-five to thirty Ph.D.

At Columbia University, Professor David Truman (left) and political-science Ph.D. candidate Arnold Barnfriend, who hopes to specialize in urban affairs, look over material gathered in study of New York metropolitan region.

candidates in political science who will have a long-term commitment to the metropolitan problem as teachers, researchers, and participants in surveys and other action groups.

Most of the grant funds finance fellowships to train Ph.D.s and post-Ph.D.s in metropolitan studies. Among the fellowship recipients are the Ph.D. candidates at other universities who work with the Columbia group on New York region affairs.

"The various dissertations on the governmental and political problems of the New York metropolitan region," Professor Wallace Sayre of the Department of Public Law and Government says, "will contribute to the understanding of the forces that are pulling the city and the suburbs apart and those that are keeping them together.

"From a long-range point of view, perhaps the most important contribution we can make is a fifteen-, twenty-, or twenty-five-year period of continued research by trained personnel in metropolitan affairs. And this is possible by training high-grade students at the Ph.D. level who will, we hope, continue their studies and research after receiving their degrees."

THE JOINT CENTER FOR URBAN STUDIES

In September, 1958, the Foundation made a grant of $675,000 to support the establishment of the Joint Center for Urban Studies by the Massachusetts Institute of Technology and Harvard University. M.I.T. and Harvard hope to make it an international center for advanced research, for documentation, and for inter-university efforts and collaboration in the urban field.

From both faculties, the Center will draw upon scholars in the social sciences, humanities, public health, education, business, public adminis-

tration, natural science, and law, as well as in city planning, architecture, and engineering. A common center with extensive research opportunities will help these scholars and others to investigate important but neglected fields of urban and regional research.

Another objective is to build a bridge between fundamental research and policy application at national and international as well as local levels. The findings of fundamental research will be made available through reports, books, seminars, and other means to public officials, citizen leaders, and professional and private investors, in the United States and abroad.

Some of the problems of interest to the Joint Center include technological innovation and the city and region; comparative analyses of cities, historical as well as contemporary; applications of research strategies to comprehensive transportation problems; urban growth and structure, including the special problems of interdependence of activities in urban areas; urban and regional problems in less-developed countries; methods of public and private control over urban change; social values and the community; urban design; and decision-making and the planning process in metropolitan communities.

Professor Lloyd Rodwin, of M.I.T.'s Department of City and Regional Planning, recently remarked that besides being both a national and regional center, the Joint Center has "as its mission the building up of intellectual resources and capital in the urban field."

Along the same lines, Professor Martin Meyerson, Williams Professor of City Planning and Urban Research at Harvard and the director of the Joint Center, noted: "We are working in a field where there are very limited human resources. Political scientists, for example, have gone into national and international affairs, not into urban affairs. The two institutions in Cambridge can make a contribution by getting able students, as

well as older, established faculty members, interested and active in urban affairs."

URBAN AND REGIONAL AGENCIES

The term "yeoman service" fits several of the national organizations working in the urban and regional field. Usually understaffed and with modest budgets relative to the large jobs they are undertaking, these agencies often perform urgently needed functions. Some agencies concentrate on the general problems of the city or the county, others on more specific problems like planning, urban finances, and housing.

The Foundation has given assistance to a few of these agencies, among them the National Association of County Officials and Action, Inc.

National Association of County Officials

The National Association of County Officials, with modestly appointed headquarters in a modern office building in Washington, D.C., is attempting to upgrade the organization, function, and stature of county government throughout the country.

"County government has lagged far behind municipal government in reorganizing itself for the numerous and difficult tasks imposed upon it by developments in the past couple of decades," says Bernard Hillenbrand, executive director of NACO. "Some counties are so backward that when you walk into their antiquated county courthouses you expect people still to be writing with quills. Fortunately, other counties have realized that the days of the old, sleepy county courthouse are over, and have geared their organization and function to modern conditions."

With an almost messianic fervor, NACO officials hammer away at such themes as:

- The problems of the cities are only a part of the over-all problems of an area and should be handled by a larger administrative unit where feasible—to wit, the county.
- The Federal and state governments have terrific problems, and it is best to let the other governmental bodies—the cities and counties—handle matters they are able to handle.
- Since counties are the largest governmental and political units within states, they should, for the sake of area-wide economy, efficiency, and service, embrace more functions than they have heretofore.

Statistically, the case for the counties is impressive. There are 3,047 county governments in the United States. They employ 668,000 persons. They spend about $5.5 billion annually. Some of them have larger populations and larger budgets than some states. Los Angeles County, for instance, has more people than forty-three states; it has 37,000 county employees whose annual payroll is larger than forty-one of the states; and it has an annual budget of over $0.5 billion. At the other end of the spectrum, however, many counties have few people, a handful of employees, and miniscule budgets.

The counties vary as much functionally as they do geographically, demographically, and fiscally. In some areas, counties are already handling airports, sewers, and water supply. In other areas, they are little more than political administrative units. Connecticut, for example, considered county governments so obsolete that the General Assembly in the spring of 1959 voted to abolish them.

With few exceptions, the counties have been encased in legal rigidities, and are badly organized, rustic in outlook, prone to control by so-called

"courthouse cronies," and slow to take on the responsibilities made urgent by rapid urban growth.

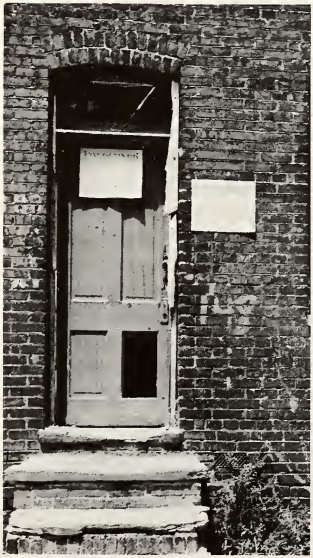
"Part of the reason so many county governments are still back in the nineteenth century is that until now people were concerned with their city or town but not with their county," Hillenbrand contends. "Fortunately, this situation is changing. More and more people, including county officials themselves, are beginning to understand that the county is in a period of transition from its historic role as a political subdivision of the state for the administration of state functions to its new role as the logical unit to provide certain services in metropolitan areas."

NACO, which has been in existence about twenty-two years but only recently has shifted into high gear, has been giving leadership to the county in this new role. Assisted by a five-year grant of $160,000 made in 1957 by the Ford Foundation, NACO is helping urban counties discharge better their metropolitan-area responsibilities; strengthening the forty-three state associations of county officials; spotlighting progressive county developments in its various publications; increasing research and dissemination of information on county problems; and raising the level of its annual conferences.

Indicative of the increased interest that NACO has helped spark in county government was the special Urban County Congress held in Washington, D.C., in March, 1959. More than 900 delegates and visitors gathered from every part of the country to hear such leaders as Vice President Nixon, Senator Kennedy of Massachusetts, Governor Brown of California, and Mayor Wagner of New York City discuss urban-county problems.

NACO officials admit they are fighting an uphill battle to upgrade the county. However, NACO's president W. H. Johnston says: "We are building on the premise that through association the elected and appointed

Dilapidated house (left) in Washington, D. C., which was condemned, has improved appearance (right) after extensive alterations.



county officials will exchange ideas and inspire each other to make those improvements that will result in more effective and responsive local government. If we can continue to consider county problems not as obstacles but rather as opportunities then the path ahead is bright."

With efforts of such organizations as NACO, the observation that "the county is the dark continent in American politics" may soon become as outmoded as the erstwhile county-courthouse brass spitoon and hitching post.

Action, Inc.

Streetcar, bus, and subway riders in dozens of cities throughout the country have gazed up at one time or another to read persuasive Action ads. In sum, the ads give this message, as stated in an Action publication: "America is strong and rich. Her people eat well, dress well, play well. But many—too many—do not *live* well, because they live on streets and in neighborhoods that long ago started to decline, to grow shabby, and to decay. The death of a neighborhood is tragic, but the essence of the tragedy is that the rest of the community too often turns its back on such a neighborhood. For when a neighborhood starts to die, some part of the whole community dies with it."

Grass-roots appeals, dissemination of information, and technical assistance in improving the neighborhood by individual attention to one's own home and active participation in citizen groups have constituted one of the two major functions of Action. The other has been to carry out research activities in housing and urban development.

Action was organized in 1954, partly as a result of the recommendations of the President's Advisory Committee on housing problems. Originally, it leaned heavily upon the concept of urging people to rehabilitate

their neighborhoods by "patch and paint" campaigns. As the organization matured, it took on the broader role of a clearinghouse for ideas and a source of inspiration for urban redevelopment. Recently, it has broadened its objectives to include other elements in the metropolitan picture such as planning, transportation, commerce, finances, and culture.

Action has a professional staff of six, headed by James Lash, its executive vice president. Its board of trustees consists of some seventy persons widely representative of business, civic, fraternal, and labor groups. To date, Action has spent about $1.5 million for its regular program, with businessmen supplying about eighty-five percent of the money. In addition, about $500,000 was spent for special projects, many of them financed by foundations. Several million dollars' worth of advertising time and space was donated by the Advertising Council.

Architectural Forum, citing some of Action's recent endeavors in its May, 1959, issue, said:

"With Action's help, General Electric has held four seminars on the roles G.E. executives could, and should, play in their communities. Under Action, Sears, Roebuck called together store managers to tell them about their stake in local urban renewal, started publishing its own 'Urban Renewal Observer,' and now awards scholarships to graduate schools of city planning to help insure a supply of professionals for the movement. Connecticut Light and Power held an Action clinic for its executives, now has men serving on planning commissions and other urban renewal groups in six cities.

"As part of its 'shotgun program,' Action also has shown a cartoon film and TV documentary to wide audiences, has kept up a barrage of reports, pamphlets, and letters, and liaison with some 1,000 correspondents in the field. It has held seven major regional clinics on urban renewal

—in St. Louis, Cambridge, Dayton, Berkeley, New York, Dallas, and Atlanta—which have attracted some 2,000 leaders from 300 cities. As follow-up, Action has supplied 167 cities with its 'Evaluator,' a community-audit checklist for local leaders to find their own answers. Last February it sponsored its second building industry congress where builders met representatives from thirty-two cities having cleared land for sale and development. This month Action will take a traveling seminar of twenty-five top corporation executives on from the Newark meeting to study problems and solutions in that city as well as in Baltimore, Detroit, and New Haven."

Since 1955, the Ford Foundation made three grants totaling $300,000 to Action. These grants were not for general support but to help finance specific Action projects such as housing research (the findings are being published in a series of eight books on housing and community development by outstanding authorities in the field); a study of inner-city design; and experimental seminars for development of urban leadership.

Recently, James Wilson Rouse, the president of Action, observed: "For the past three years, we have agitated, stimulated, and excited urban renewal wherever and however we could. Compared to the controversies of a few years ago, there is now so much unanimity it's almost frightening. Now we're at the point where we must build something on it." And the goal toward which this "building" should strive is, Rouse suggests, cities that are "healthy, efficient, and beautiful places in which to live."

RELATED URBAN PROJECTS ABROAD

Although the bulk of the Foundation's Urban and Regional program funds have gone to institutions and organizations in the United States, a

few grants have been made to organizations and institutions abroad.

These grants not only help other countries in their attempt to solve desperate urban problems but, also, through an understanding of mutual difficulties and the exchange of ideas and practitioners in the urban field, assist America in solving its urban problems.

Grants abroad have included assistance to University College London for research and training of practitioners in the urban field, and aid to the International Federation for Housing and Town Planning for an international seminar on urban renewal held at The Hague.

Other programs of the Foundation, such as Economic Development and Administration, Overseas Development, International Training and Research, and International Affairs, also have made grants relating to problems of urbanization both in this country and abroad; for example, to Resources for the Future, for research on urban economic problems; to the government of India, for a regional-planning project for Delhi; to the University of California, for an international urban-research project; and to the Institute of Social Studies, in The Hague, for a course on international urban problems.

This brief cross-section of projects supported by the Foundation may indicate the nature of the immense urban and regional problem. And it is immense. For the urban problem embraces the nation's and the world's day-to-day living patterns, and how it is solved by citizens, their representatives, and their institutions will shape the world of tomorrow.

The following publications are available without charge on request from the Ford Foundation, Office of Reports, 477 Madison Ave., New York 22, N. Y.

THE FORD FOUNDATION ANNUAL REPORT

ABOUT THE FORD FOUNDATION: A brief account of the program activities of the Ford Foundation.

THE DIFFERENCE IT MAKES: A description of some of the ways in which hospitals are using funds received under the Foundation's concluded $200 million hospital program to expand and improve their services.

THE GOOD SEED: A report on several Foundation activities concerned with problems of American education.

MENTAL HEALTH, A FORD FOUNDATION REPORT: A description of an illustrative group of research programs supported through the Foundation's concluded $13 million program of grants in mental health.

THE FORD FOUNDATION AND ST. LOUIS: The story of the Foundation's assistance to civic and educational progress in a representative American community.

THE FORD FOUNDATION PROGRAM IN HUMANITIES AND THE ARTS: The objectives, methods, and initial grants of the Foundation's program in humanistic scholarship and the creative arts.

PAKISTAN: A pictorial report of the Foundation's program in Pakistan.

THE FORD FOUNDATION PROGRAM IN BURMA, 1953-1958.

TEACHING BY TELEVISION: A report on experimental programs for instruction by television supported by the Foundation and the Fund for the Advancement of Education.

THE WEALTH OF A NATION: A cross-section of activities under the Foundation's program in Economic Development and Administration.

ARCHITECTS OF ORDER: An account of the International Legal Studies program.

STATE AND REGIONAL BOOKLETS: Summaries of Foundation grants in forty-three states. Booklets on remaining states are in preparation.

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